



# Special Commission of Inquiry into LGBTIQ hate crimes

**Expert Report**  
**Dr Cheryl Allsop**

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**A. Qualifications and Professional Background**

1. My name is Dr Cheryl Allsop.
2. This statement made by me accurately sets out the evidence that I would be prepared, if necessary to give to the Special Commission of Inquiry into LGBTIQ Hate Crimes (**Inquiry**). I acknowledge that I have read the Expert Witness Code of Conduct in Schedule 7 to the *Uniform Civil Procedure Rules 2005* (NSW) and agree to be bound by it.
3. I am currently a Senior Lecture in Criminology at the University of South Wales (USW), where I have worked since 2012. I teach and conduct research on major crime investigations including cold case reviews and have set up and lead the USW cold case unit and have authored publications and presented on cold case reviews. My PhD, obtained in 2013 from Cardiff University, focused on cold case reviews and how the police seek to solve unsolved homicides and stranger rapes. It is the first ethnographic account of a major crime review team reviewing cold cases and I turned it into a book entitled 'Cold Case Reviews: DNA, detective work and unsolved major crimes', published by Oxford University Press as part of their Clarendon series in Criminology in 2018. I have authored a book chapter on cold case homicide reviews for an international handbook of homicide and have co-authored a journal article detailing our educational approach to cold case reviews. I am currently co-editing the International Handbook of Homicide Investigations published by Routledge and scheduled for publication in November 2023. My CV with my full publication list is attached for further details. I am also an independent panel member on the UK Metropolitan Police Service (MPS) case scrutiny panel, an academic member of the Missing People Expert Reference Group and a Trustee of Locate International a charity dedicated to locating long term missing people on behalf of families and others with missing loved ones. I also hold an MSc in Social Science Research Methods, an MSc in Criminal Justice Studies, a Psychology degree (First class) and a LLB Hons law degree (2:1).
4. A copy of my CV is annexed to this statement and marked "**Exhibit A**".

**B. Preparation of this statement**

5. I have been asked to provide a statement addressing certain questions. A copy of the letter I received from Enzo Camporeale of the Inquiry dated 29 June 2023 (**Letter**) is annexed to

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this statement and marked “**Exhibit B**”. The Letter asked me to address the following three matters:

- (1) *Please outline the genesis and current operation of the HOLMES system in the United Kingdom and, to the extent you are able to address them, other comparable systems in major jurisdictions.*
- (2) *Having regard to your expertise, are there any key factors which bear upon the resolution of unsolved homicide investigations and/or cold cases. In addressing this question, please consider the impacts of the following:*
  - a. *Scientific and technological advancements including in the area of DNA;*
  - b. *Record keeping practices;*
  - c. *Frequency of review of cases; and*
  - d. *Crime scene and exhibit management.*
- (3) *Based on your research, please comment on the current best practice in respect of the investigation of cold cases.*

## C. Questions

### **(1) The genesis and current operation of the HOLMES system in the United Kingdom**

17. The Home Office Large Major Enquiry System (**HOLMES**) is a computer system used by the police to manage information in serious and complex crime investigations.
18. It was originally introduced to United Kingdom (**UK**) policing following the Byford Review (**Byford Review**) into the investigative failings when investigating a series of linked murders in Bradford UK between 1975-1980. The Byford Review found that police missed several opportunities to identify Peter Sutcliffe as the offender. A manual card index system was used to manage the information coming into the incident room and due to the sheer volume, information relating to Peter Sutcliffe was lost. Following the Byford Review HOLMES and the Major Incident Room Standard Admin Procedures (**MIRSAP**) were introduced<sup>1</sup>.
19. HOLMES is used in the UK to manage the high volume of information generated in large scale investigations. The system enables the comprehensive storage and retrieval of information collected during a major crime investigation. The version currently in use is HOLMES 2 a cloud-based system, which enables several users to input, update and access information at

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<sup>1</sup> Allsop, C (2018) Cold Case Reviews: DNA, detective work and unsolved major crime Oxford: Oxford University Press

the same time. This allows for cross force collaboration and data sharing, the ability to link incidents and conduct joint investigations<sup>2</sup>. The system enables the Senior Investigating Officer to follow the progress of the investigation and review documentation connected to it, to make decisions about whether the investigation is being properly pursued<sup>3</sup>.

20. As far as I am able to establish in America there is not a centralised system, rather there are separate systems at federal level, additional separate systems at state level and jurisdictions have their own systems at the local level.
21. The Royal Canadian Mounted Police use a system known as the Evidence and Reports III (E&R) electronic case management system for major case investigations. A case is considered major if it is serious, complex and resource intensive. The system allows investigators to task (assign a duty), report (report back on duty assigned) and store the material gathered during the investigation<sup>4</sup>.

***(2) Key factors bearing upon resolution of unsolved homicide investigations and/or cold cases***

***a. Scientific and technological advancements***

22. Scientific and technological advances have been key to the successful resolution of cold cases, in particular in cases of sexual violence
23. . It is the ability to create DNA profiles from ever smaller amounts of biological material that can then be uploaded onto the National DNA Database (**NDNAD**) to identify matches to other crime scenes or offenders that has been pivotal in cold case investigations. Even if there is no match to the database the opportunity to conduct Familial DNA searches can also help to identify an offender.
24. Particular advances that have been pivotal to cold case investigations in the UK are Low Copy Number (**LCN**) DNA profiling and Familial DNA searching. The introduction of the NDNAD in 1995 was also fundamental in enabling DNA profiles obtained from crime scenes and offenders to be databased and cross matched with new DNA profiles to identify offenders and other crimes. Having a DNA profile in a cold case also means potential suspects

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<sup>2</sup> See <https://www.cps.gov.uk/legal-guidance/disclosure-manual-chapter-31-cases-using-holmes>

<sup>3</sup> Neyroud, P. and Disley, E. (2007) The management, supervision and oversight of criminal investigations in Newburn, T., Williamson, T. and Wright, A. *Handbook of Criminal Investigations* Cullompton: Willan Publishing

<sup>4</sup> See <https://www.rcmp-grc.gc.ca/en/evidence-and-reports-data-warehouse>



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highlighted in the case files can be eliminated if their DNA does not match the crime scene profile<sup>5</sup>. In America genealogy websites are also beginning to have impact on cold cases. Due to human rights and privacy concerns UK police do not currently use genealogy websites for cold case investigations.

25. However, this reliance on science in cold case investigations is not without issue and there are several things to consider. First, if the crime took place before the advent of DNA for forensic purposes became widely known biological material from crime scenes were not collected as they are now, meaning that items were collected by investigators who did not wear the protective covering as they would now. Items were handled by investigators and scientists running the risk of their DNA contaminating the items. There is also the risk of cross contamination from items being stored together in exhibit bags without any protective barriers between them. Moreover, over time samples can become degraded meaning a DNA profile cannot be obtained from them and consideration must be given to the timings of any DNA profiling work as some techniques can be destructive meaning they cannot be used again.
26. In addition, these forensic opportunities can only be pursued if the exhibits required can be located. In the past, it was not uncommon for items to be returned to families, suspects, or victims if investigators did not think they were needed for a prosecution. Items will also be unavailable where they have been lost, misfiled, or destroyed and so losing the opportunity to obtain samples from these items<sup>6</sup>.
27. It is also worth considering whether relying on science as the only option in a cold case might mean other opportunities for progressing the case are missed. For example, if it is thought that there are no exhibits available for testing and the documentation is not properly reviewed offenders and witnesses may have been named in the paperwork but overlooked<sup>7</sup>. Witnesses can change allegiances and if identified and located able to provide information pertinent to the case. However, given the sheer volume of paperwork collated during a

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<sup>5</sup> Allsop, C (2018) *Cold Case Reviews: DNA, detective work and unsolved major crime* Oxford: Oxford University Press

<sup>6</sup> Allsop, C (2018) *Cold Case Reviews: DNA, detective work and unsolved major crime* Oxford: Oxford University Press

<sup>7</sup> Allsop, C. and Pike, S. (2019) 'Investigating homicide: back to the future', *Journal of Criminological Research, Policy, and Practice*, 5 (3), pp. 229-239

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murder investigation this would be resource intensive and investigators would still need evidence to link a suspect to the crime.

28. The costs involved might also prohibit investigators taking advantage of scientific tools and techniques.
29. Where forensic evidence is relied upon it is necessary to be able to show the chain of continuity of the exhibit from collection at the crime scene through to court. This means locating the officers involved in the original investigation so that they can explain what they did with the exhibit, or if they cannot remember what they did, what they would normally do in the circumstances<sup>8</sup>.

***a. Record keeping practices***

30. As highlighted above more cold cases could be solved by having all the documentation and exhibits from the original investigation and subsequent reviews correctly retained and filed.
31. Homicides that took place prior to the introduction of HOLMES, and even subsequently, amass a lot of paperwork which have often been kept in different places across force areas meaning that before a review can begin all this documentation has to be located and collated and in many instances documentation and exhibits are missing, having been misfiled, destroyed or lost and exhibits returned, hindering opportunities to progress a cold case.
32. Having all the documentation and exhibits all together and up straight will make conducting cold case reviews more efficient and effective. Ensuring there are also closing reports for each cold case reviewed will help any future investigators understand the status of the investigation at that time and any outstanding opportunities that could be pursued. Collating all this documentation and then reviewing it is however resource intensive and must be prioritised against other competing demands on the police service. Moreover, not all forces will have sufficient storage space to retain all the documentation and exhibits<sup>9</sup>.
33. It is also important to maintain a database of all the cold cases along with the dates they have been reviewed and details of when further reviews should take place.

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<sup>8</sup> Allsop, C (2018) Cold Case Reviews: DNA, detective work and unsolved major crime Oxford: Oxford University Press

<sup>9</sup> Allsop, C (2018) Cold Case Reviews: DNA, detective work and unsolved major crime Oxford: Oxford University Press

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**a. Frequency of review of cases**

34. In the UK to prevent homicide investigations from stalling ‘progress reviews’ are conducted between 21 – 42 days after a homicide investigation has begun<sup>10</sup> to ensure the investigation conforms to national standards, that all investigative opportunities are being pursued and to provide guidance to the investigating team<sup>11</sup>.
35. It is important to regularly review cold cases when there have been advances in scientific techniques and technologies that may mean DNA profiles can be obtained from exhibits retained from the original investigation. Similarly, people do change allegiance and may be willing to come forward with information that they had not previously felt able to do. Guidance from the then Association of Chief Police Officers (ACPO) (now the National Police Chiefs Council) suggested that cold cases be reviewed every two years to try to establish whether there are any new investigative leads to pursue, especially new forensic opportunities<sup>12</sup>. The ability to do this depends on the police service having the resources in place to do so. It is the availability of resources that will determine whether this happens in practice. Anniversary media appeals may also prove to be beneficial in encouraging witnesses to come forward. There are known problems with eyewitness testimony in investigations, but these notwithstanding witnesses can and do remember information even despite the passage of time since the crime took place.
36. If a cold case review has not yet taken place the initial stage is to establish where the documentation and exhibits are held, to be collated ready for review, if not already located and collated. These documents and exhibits should then be thoroughly assessed to identify potential lines of enquiry and scope for progression of the cold case. Depending on the volume of cold cases a review team must manage, outstanding cold cases need be prioritised, weighing up factors such as the likely chances of success, the viability of forensic opportunities, whether there are suspects identified and considering the risk that the offender may offend again. A review should then focus on looking for forensic opportunities,

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<sup>10</sup> See <https://library.college.police.uk/docs/NPCC/Major-Crime-Investigation-Manual-Nov-2021.pdf>

<sup>11</sup> Allsop, C (2017) Cold Case Homicide Investigations in Brookman F., Maguire E., and Maguire M (eds) *Handbook of Homicide* Chichester: Willey

Nicol, C., Innes, M., Gee, D., and Feist, A. (2004) Reviewing Murder Investigations: An Analysis of Progress Reviews from Six Police Forces, Home Office Online Report 25/04

<sup>12</sup> Gaylor, D. (2002) Getting away with murder: The re-investigation of historic undetected homicide London: Home Office

Innes, M. and Clarke, A. (2009) Policing the past: Cold case studies, forensic evidence, and retroactive social control. *British Journal of Sociology*, 60(3): 543–563. doi: 10.1111/j.1468-4446.2009.01255.x.

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witnesses, and potential suspects to be implicated or eliminated. A closing report should be prepared so that when the case is next reviewed investigators have the Senior Investigating Officer's views along with any outstanding lines of enquiry to pursue. Family members should be kept informed if any media appeals are going to be made and when a case is progressing to a potential prosecution<sup>13</sup>.

***a. Crime scene and exhibit management***

37. As noted above all exhibits should be correctly collected, retained, and stored to avoid cross contamination of exhibits.
38. It is important to keep abreast of scientific advances and be aware of the timings of any tests on biological materials (i.e., some tests can be destructive meaning that no further tests can be carried out on these materials). A close working relationship with forensic providers is important to help investigators decide what tests can be done, when to do them and in what order.
39. As noted above where forensic evidence is relied upon it is necessary to be able to show the chain of continuity of the exhibit from collection at the crime scene through to court. This means locating the officers involved in the original investigation so that they can explain what they did with the exhibit, or if they cannot remember what they did, what they would normally do in the circumstances.

***(3) Current best practice in cold case investigations***

40. Best practice is to have a dedicated cold case review team led by a tenacious senior officer to pursue every opportunity to progress cold cases and utilising psychological and forensic science expertise. The team should also have a close working relationship with prosecutors and forensic science providers. As noted above make sure all documentation and exhibits are corrected stored and maintained. Search forensic archives for any materials that may be retained there. Most important do not dispose of items and paperwork from any investigation. Keep abreast of scientific and technological advances and utilise media appeals to identify potential witnesses and people who may have changed allegiances since the original investigation and who may be willing to come forward with information now when they had not previously felt able to. Keep in mind though that if they have previously

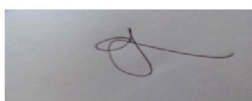
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<sup>13</sup> Allsop, C (2017) Cold Case Homicide Investigations in Brookman F., Maguire E., and Maguire M (eds) *Handbook of Homicide* Chichester: Wiley

given an alibi for a suspect and now give a different account of events their credibility may be questioned.

41. Media appeals may also bring forward witnesses who had not previously recognised the significance of information they may have about the case. If it is likely that a cold case will utilise the media, it is important to keep family members informed. If a case is likely to progress providing the family with a family liaison officer is also important.

Signed



Dr Cheryl Allsop

Date: 09 August 2023



Dr Cheryl Allsop LLB (Hons) BSc (Hons) MSc PhD FHEA

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### Research interests

- Cold case major crime reviews
- Missing people,
- 'No-body' murders and unidentified found remains
- Miscarriages of justice

### Education

- 2012 – 2013 Postgraduate Certificate in Teaching and Learning Distinction**
- 2008 – 2013 ESRC funded PhD 'A reliance on science: DNA, detective work and cold case major crime reviews'**  
Cardiff University Supervisors: Professor Martin Innes and Professor Mike Maguire
- 2007 – 2008 MSc in Social Science Research Methods Socio-legal Pathway:** Cardiff University  
Dissertation title: 'Magistrate Decision Making'
- 2003– 2006 BSc (Honours) Psychology:** The Open University (part time)  
Degree result: First Class
- 1997-2000 MSc Criminal Justice Studies:** Portsmouth University (part time)  
Dissertation Title: 'Just another witness: A critical analysis of the criminal justice system from the victim's perspective'
- 1992-1996 LLB (Hons) Law:** Nottingham Trent University (part time)  
Degree result 2:1

### Current Employment

**July 2012- to date**

**Senior Lecturer Criminology and Criminal Justice University of South Wales**

**Jan 2022 – to date**

**PhD supervision: Director of studies**

Criminal Exploitation and the trajectories of missing young people

**Oct 2021 – to date**

**PhD supervision: Director of studies**

A critical analysis of why domestic violence is still a problem in Tanzania

**Oct 2021 – to date**

**PhD supervision: 1<sup>st</sup> supervisor**

An exploration into the sense making processes of crime scene investigators at sudden and suspicious deaths

**Jan 2021 – to date**

**PhD supervision: 1<sup>st</sup> supervisor**

Sexual and gender based violence among Rohingya refugees in Bangladesh

**Oct 2020 – to date**

**PhD Supervision: Director of studies**

Understanding investigative errors in missing people investigations

**Oct 2018 - To date**

**PhD Supervision: Director of studies**

A critical analysis of the mixed economy provision of forensic science to police in E&W

**Sept 2016 – Jan 2017****Acting Academic Manager Criminology**

Providing academic leadership and operational management of staff in criminology during a period of extended absence of the Academic Manager

**2016 – To Oct 2021****PhD Supervision: Director of studies**

Investigating investigations: lessons from domestic homicide reviews (PhD awarded)

**2014 – Aug 2020 Course Leader**

BSc (and Cert HE) Criminology and Criminal Justice,  
 BSc (and Cert HE) Criminology and Criminal Justice and Youth Justice,  
 BSc (and Cert HE) Criminology and Criminal Justice with Psychology,  
 BSc (and Cert HE) Criminology and Criminal Justice and Law;  
 BSc (and Cert HE) Criminology and Criminal Justice and Sociology.

Providing course leadership and co-ordination of course related activities in relation to recruitment, retention, progression, and achievement and student experience. I oversee academic standards, quality assurance and enhancement, ensuring use of the most appropriate learning, teaching and assessment methodologies across the degree programmes.

**Research****Dec 2022 – to date****Police understanding and application of the concept of vulnerability in responding to the needs of sex workers in Wales**

An All Wales Policing and Academic Collaboration funded project (£7,000) in collaboration with Swansea University researching Welsh police understanding and application of the concept of vulnerability in responding to the needs of sex workers in Wales

**Oct 2022 – to date****Offensive weapon homicide review evaluation**

A UK Home Office funded project (£48,000) to evaluate the pilot of the offensive weapon homicide review processes in Wales in collaboration with Ecorys

**May 2022 – to date****Missing murdered investigations: identifying vulnerabilities and risk factors**

A UK Home Office Science Technology Analysis and Research funded project (£121, 802.00) which aims to assist in developing toolkits for (frontline) police officers, to mitigate against challenges and risks associated with recognising and responding to homicide in missing person investigations. Utilising quantitative and qualitative methods the project will identify characteristics, commonalities, vulnerabilities, and risks in these homicide events, to enable officers to spot the triggers which might indicate homicide when taking and dealing with missing person reports

**Aug 2020 - Dec 2020****Evidence base for review of the missing people Approved Professional Practice (APP)**

Analysis of all UK police force responses to a questionnaire to understand whether there is an evidence base to review the APP for missing people reports

**Sept 2018 - August 2019**

**Exploring the potential for research on hard to solve major crime investigations**

Feasibility study funded by the University of South Wales Crime Justice and Society Research Institute (£9223.20) exploring hard to solve investigations, 'no-body' murders, long term missing people and unidentified found remains,

**Jan 2016 - Feb 2017**

**Borrowed truths exploring transfers of evidence and expertise across science, justice and politics**

A Welsh crucible funded project (£7400) exploring how evidence and expertise is understood across the different disciplines of science justice and politics

**Oct 2015 – Aug 2016**

**Breaking the cycle of female offending**

University of South Wales Humanities and Social Sciences research funding (£10487.00) to evaluate the effectiveness of interventions designed to divert young female offenders out of the CJS

**Academic Positions of responsibility**

**Feb 2022 – to date**

**Trustee Locate International**

UK charity dedicated to helping families of unsolved missing person cases, find their loved ones

**Dec 2021 - to date**

**Independent member Metropolitan Police Service Inactive Case Scrutiny Panel**

Providing independent academic oversight to the MPS in inactive homicide investigation scrutiny reviews

**Sept 2021- to date**

**Director Doctoral Training Alliance (DTA) Social Policy**

A University Alliance collaboration of nine universities providing innovative training and development opportunities for PhD students in social policy

**Dec 2020 – to date**

**Academic member Missing People Expert Reference Group**

The Missing People Expert Reference Group is chaired by the NPCC Lead for Missing People and brings together representatives from the government, statutory agencies, voluntary sector and academia to consider national issues and concerns in respect of missing children and missing adults. The group seeks to agree a way forward to improve the partnership response and the service provided to those who go missing and those who are left behind

**August 2019 – to date**

**Director cold case unit**

Established and lead our cold case unit where students, under my supervision, work together to conduct cold case reviews of missing people investigations, unsolved murders and unidentified found remains

**June 2019 – Feb 2022**

**Advisory board member Locate International**

UK charity dedicated to helping families of unsolved missing person cases, find their loved ones

**Nov 2017 – to date**

**Project lead University of South Wales Innocence Project**

Established and lead a student led project where students, under my supervision, review cases of convicted offenders trying to prove their innocence

**Nov 2017 – to Sept 2021**

**Deputy Director Doctoral Training Alliance (DTA) Social Policy**

A University Alliance collaboration of nine universities providing innovative training and development opportunities for PhD students in social policy

**Sept 2017 - To date**

**External Examiner**

To ensure quality and consistency of assessments and marking and review changes to the curriculum

**Dec 2016 - To date**

**Specialist Training Group Lead Doctoral Training Alliance (DTA) Social Policy**

**Teaching**

**2012 – To date**

**Module Convenor and Lecturer, University of South Wales**

- Applied Crime and Justice (1<sup>st</sup> year)
- Inside Justice: unresolved major crimes (2<sup>nd</sup> year)
- Applied Criminal Investigation (3<sup>rd</sup> year)
- Researching Crime and Criminal Justice (1<sup>st</sup> year)
- Understanding Homicide (3<sup>rd</sup> year)
- Critical Issues in Criminal Investigations (3<sup>rd</sup> year)
- Contemporary Crime (1<sup>st</sup> Year)

**Seminar Tutor,**

- Understanding the Criminal Justice System (1<sup>st</sup> year)
- Policing (2<sup>nd</sup> year)

**Undergraduate and Postgraduate dissertation supervisor**

**Personal Academic Coach**

**2011 - January 2012**

**Guest Lecturer and Seminar Tutor, Cardiff University**

Lecturing and leading seminars on postgraduate and undergraduate criminology modules:

- Responses to Crime (2<sup>nd</sup> year)
- Social Science Perspectives Criminology (MA in Social Work)
- Criminal Investigations (MSc Police and Policing)

**Seminar Tutor, Glamorgan University**

- Understanding the Criminal Justice System (1<sup>st</sup> year)
- Policing (2<sup>nd</sup> year)

**Mar-June 2011**

**Researcher and Trainer** 'Every Researcher Counts' Vitae and HESCE funded Project on Equality and Diversity for Early Career Researchers in Higher Education Institutions

- Delivered 'train the trainer' events on equality and diversity for early career researchers to Higher Education academics and staff
- Developed training materials on equality and diversity for early career researchers in Higher Education Institutions.

**2010- 2011**

**Guest Lecturer and Seminar Tutor, Cardiff University**

Lecturing and leading seminars on postgraduate and undergraduate criminology modules:

- Police and Policing Studies (MSc)
- Social Science Perspectives Criminology (MA in Social Work)
- Crime Control Regulation and Policing (3<sup>rd</sup> year)
- Diversity Crime and Criminal Justice (3<sup>rd</sup> year)

**Previous relevant employment**



### 2004 – Dec 2007 Internal Improvement Manager FTSE 100 Company

- Developed, managed and monitored employee engagement strategy, devised and delivered successful programme of improvement initiatives, including line management training and executive communications programme
- Led paper reduction efficiency project enabling organisation to make savings in excess of £1million
- Devised and implemented people development initiatives including establishing the departmental talent pool programme
- Developed, managed and monitored risk management strategy
- Managed group wide customer service initiative including securing budget, managing stakeholders from across retail banking group, implementing improvement initiatives, raising profile of successful customer service activities
- Line manager of direct reports responsible for delivering Lean and SIGMA initiatives, customer service feedback mechanisms and performance improvement reporting.

### 2001-2004 Customer Service and Strategy Manager FTSE 100 company

- Secured budget for, set up and managed retail network and telephony mystery shopping programme, analysed and disseminated results and implemented improvement initiatives including staff training and communications based on the results
- Devised, developed and delivered customer service training
- Managed Investors in People Accreditation
- Women's network steering committee event organiser

### Publications

Allsop, C. and O'Shea, M. (forthcoming) Major Crime Investigations in Innes, M., Madge, G., and Lowe, T (eds) *Policing Yesterday, Today, Tomorrow* Wales: University of Wales Press

Allsop, C., Shalev-Green, K., and O'Brien, F. (2020). Evidence Base for Reviewing Missing People APP. Report, University of South Wales, University of Portsmouth and University of Liverpool.

Allsop, C. and Pike, S. (2019) *Investigating homicide: Back to the future* Journal of Criminological Research Policy and Practice 5 (3) pp. 229-239

Allsop, C. (2018) *Cold Case reviews: DNA, Detective Work and Unsolved Major Crimes* Oxford: Oxford University Press

Allsop, C (2017) Cold Case Homicide Investigations in Brookman F., Maguire E., and Maguire M (eds) *Handbook of Homicide* Chichester: Willey

Allsop, C. (2013) 'Motivations, money and modern policing: accounting for cold case reviews in an age of austerity in Policing and Society 23 (3) pp1-14 DOI: 10.1080/10439463.2013.782211 available at

<http://www.tandfonline.com/eprint/teUmuXdCVuxXm6NGXNMV/full>

Allsop, C. (2012) Book review: Silvia Pettem (2012) *Cold Case Research: Resources for unidentified, missing, and cold homicide cases*, Boca Raton, CRC Press in The Police Journal 85(2) pp. 179-181

Allsop, C. (2011) Book Review: Pamela Davies (2011) *Gender Crime and Victimisation*, London, Sage in Criminology and Criminal Justice 11 (4) pp.390-391

Bettels, K., Grimstead, D., Allsop, C., Chaussée, A., Bolton-King, R. S., Sturdy Colls, C., Chapman, B., Keatley, D., Tilley, E., Turner, J., Spence, S. & Marquardt, A. (2022) *Finding the missing and unknown: Novel educational approaches to warming up cold case*: Science and Justice. 62 (6) pp. 749-757 .

Jones, H. and Allsop, C. (forthcoming) Cold Cases, Missing People, Hidden Bodies, and Unidentified Found Remains in Allsop, C. and Pike S (Eds) *International Handbook of Homicide Investigations* Abingdon: Routledge

McCartney, C., Allsop, C. and Pike, S. (forthcoming) Miscarriages of justice in Allsop, C. and Pike S (Eds) *International Handbook of Homicide Investigations* Abingdon: Routledge

Pike, S. and Allsop, C. (forthcoming) Homicide Investigations and survivors of homicide in Allsop, C. and Pike S (Eds) *International Handbook of Homicide Investigations* Abingdon: Routledge



Pike, S., Allsop, C. and Brookman, F. (2020) 'Homicide in Context' in: N. Loucks, S. Smith Holt and J. R. Adler (eds.) *Why We Kill: Understanding Violence Across Cultures and Disciplines*, 2nd Edn London: Routledge.

### Conference Papers

<b>July 2023</b>	Conference paper 'opportunities and challenges of investigating homicide when a missing person has been killed' International conference of missing children and adults, Cardiff Principality Stadium
<b>Feb 2023</b>	Invited speaker online talk 'Putting interdisciplinary research into practice: student volunteers and the cold case unit' British Association of Human Identification (BAHID)
<b>May 2022</b>	Conference paper 'The Cold Case Unit' Insights 2022 Festival online
<b>Feb 2022</b>	Workshop paper 'Research in practice: the cold case Academy' South Wales Police Future Leaders Programme, Cardiff
<b>April 2019</b>	Conference Plenary 'No Body No ID: Finding a killer when the victim is missing or unknown' Welsh Centre for Crime and Social Justice Conference, Gregynog Wales
<b>Sept 2017</b>	Conference paper 'DNA: detective work and the search for the truth' European Society of Criminology Conference, Cardiff
<b>Nov 2016</b>	Conference paper 'Where there's a way there's a will: the scientification of policing' American Society of Criminology Conference, New Orleans
<b>July 2016</b>	Conference paper 'The changing face of homicide Investigations: British Society of Criminology Conference, Nottingham
<b>Nov 2015</b>	Conference paper 'Is it about time?' American Society of Criminology Conference, Washington
<b>Nov 2013</b>	Conference paper 'Solving the unsolvable' American Society of Criminology Conference, Atlanta
<b>Sept 2011</b>	Conference paper 'Cold case major crime reviews: The reliance of science' European Society of Criminology (ESC) Conference, Vilnius
<b>July 2011</b>	Conference paper 'Picking up the pieces: How the police seek to solve long term unsolved major crimes' British Society of Criminology (BSC) Conference, Northumbria
<b>June 2011</b>	Conference paper 'What cold case reviews can reveal about policing' Homicide Symposium, Cardiff University
<b>Jan 2011</b>	Conference paper 'Bringing the Past to Life' Centre for Crime, Law and Justice, Cardiff University
<b>Sept 2010</b>	Conference paper 'Policing the Past: The Rise of Cold Case Major Crime Investigations in UK Policing' European Society of Criminology Conference, Liege, Belgium
<b>July 2010</b>	Conference paper 'Warming Attitudes to Cold Case Major Crime Investigations' British Society of Criminology Conference, Leicester

### Accomplishments

- Highly commended in British Society of Criminology excellence in teaching award
- Faculty award for individual Excellence in Learning, Teaching and Assessment in the category of Excellence in the Student Learning Experience
- Fellow of the Higher Education Academy
- Welsh Crucible leadership programme for future research leaders in Wales



## Special Commission of Inquiry into LGBTIQ hate crimes

28 June 2023

Dr Cheryl Allsop  
 University of South Wales  
 Lodge Rd, Caerleon, Newport NP18 3QT,  
 UNITED KINGDOM

By email: [REDACTED]

Dear Dr Allsop,

### Special Commission of Inquiry into LGBTIQ hate crimes

I assist the Honourable Justice John Sackar in the Special Commission of Inquiry into LGBTIQ hate crimes (“the Inquiry”).

#### The Inquiry

On 13 April 2022 the Governor of NSW, by Letters Patent, issued a commission to his Honour to inquire into and report on historical LGBTIQ hate crimes. Specifically, the Letters Patent require his Honour to inquire into and report to the Governor and Premier on the following matters by 30 August 2023:

- A. The manner and cause of death in all cases that remain unsolved from the 88 deaths or suspected deaths of men potentially motivated by gay hate bias that were considered by Strike Force Parrabell; and
- B. The manner and cause of death in all unsolved suspected hate crime deaths in New South Wales that occurred between 1970 and 2010 where:
  - i) The victim was a member of the lesbian, gay, bisexual, transgender, intersex and queer (LGBTIQ) community; and
  - ii) The death was the subject of a previous investigation by the NSW Police Force.

The terms of reference are **enclosed** for your information. Further information regarding the background and conduct of the Inquiry is available on the Inquiry’s website: [www.specialcommission.nsw.gov.au](http://www.specialcommission.nsw.gov.au).

#### Request for assistance

The Inquiry will hold a public hearing dealing with changes to NSW Police Force (“NSWPF”) investigative practices and procedures from **4 to 6 July 2023** (“the Investigative Practices Hearing”).

By this letter, you are instructed to prepare an expert report addressing the matters identified below by **5:00pm on 1 July 2023**. It is anticipated that your report will be tendered in evidence at the Investigative Practices Hearing.

## Special Commission of Inquiry into LGBTIQ hate crimes

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### Matters to be addressed

I would be grateful if you could address the following matters in your report, to the extent that they are matters which fall within your expertise:

- (1) Please outline the genesis and current operation of the HOLMES system in the United Kingdom and, to the extent you are able to address them, other comparable systems in major jurisdictions.
- (2) Having regard to your expertise, are there any key factors which bear upon the resolution of unsolved homicide investigations and/or cold cases. In addressing this question, please consider the impacts of the following:
  - a. Scientific and technological advancements including in the area of DNA;
  - b. Record keeping practices;
  - c. Frequency of review of cases; and
  - d. Crime scene and exhibit management.
- (3) Based on your research, please comment on the current best practice in respect of the investigation of cold cases.

I also request that you please attach a detailed curriculum vitae to your report.

### Expert Code of Conduct

I **enclose** a copy of the Expert Code of Conduct and ask that you read it carefully. In the report you should acknowledge that you have read the Code and agree to be bound by it. I suggest the following form of words be included in the body of your report:

“I, Dr Cheryl Allsop, acknowledge for the purpose of Rule 31.23 of the Uniform Civil Procedure Rules 2005 that I have read the Expert Witness Code of Conduct in Schedule 7 to the said rules and agree to be bound by it.”

### Conclusion

Please do not hesitate to contact Enzo Camporeale at [REDACTED] if you have any queries in relation to this matter.

Yours faithfully,



Enzo Camporeale  
Director, Legal  
**Solicitor Assisting the Inquiry**

Encl. (1)

NEW SOUTH WALES

ELIZABETH THE SECOND, by the Grace of God Queen of Australia and Her other Realms and Territories, Head of the Commonwealth:

TO

The Honourable Justice John Sackar

GREETING

By these our Letters Patent, made and issued in Our name by Our Governor on the advice of the Executive Council and under the authority of the *Special Commissions of Inquiry Act 1983* (NSW) and every other enabling power, We hereby authorise you as Commissioner to inquire into and report and make recommendations to Our Governor of the said State on:

- A. The manner and cause of death in all cases that remain unsolved from the 88 deaths or suspected deaths of men potentially motivated by gay hate bias that were considered by Strike Force Parrabell.
- B. The manner and cause of death in all unsolved suspected hate crime deaths in New South Wales that occurred between 1970 and 2010 where:
  - i. the victim was a member of the lesbian, gay, bisexual, transgender, intersex and queer (LGBTIQ) community; and
  - ii. the death was the subject of a previous investigation by the NSW Police Force.

AND hereby establish a Special Commission of Inquiry for this purpose.

AND We direct you, in conducting the inquiry, to have regard to:

- C. The findings of previous inquiries and reports, including:
  - i. the interim and final report and findings of the inquiries conducted by the Standing Committee on Social Issues into Gay and Transgender hate crimes between 1970 and 2010;
  - ii. the report and findings of Strike Force Parrabell; and
  - iii. the AIDS Council of New South Wales report, *In Pursuit of Truth and Justice* (2018).

ENTERED on the Record by me in Register of Patents No. 93 Page 127, this 19<sup>th</sup> day of April 2022.

DEPARTMENT OF PREMIER AND CABINET

for SECRETARY



AND We direct you, in conducting the inquiry:

- D. to establish such arrangements as the Commissioner considers appropriate for evidence and information, including the testimony of witnesses in current and previous inquiries, to be shared with the inquiry in a manner that avoids unnecessary duplication and minimises trauma to witnesses;
- E. to operate in a way that avoids prejudice to criminal investigations, any current or future criminal prosecutions, and any other contemporaneous inquiries; and
- F. that the Commissioner is not required to inquire, or to continue to inquire, into a particular matter to the extent that the Commissioner is satisfied that the matter has been or will be sufficiently and appropriately dealt with by another inquiry or investigation or a criminal or civil proceeding.

AND pursuant to section 21 of the *Special Commissions of Inquiry Act 1983* (NSW) it is hereby declared that sections 22, 23 and 24 shall apply to and in respect of the Special Commission issued to you by Our Letters Patent.

AND OUR further will and pleasure is that, on or before 30 June 2023, you deliver your final report in writing of the results of your inquiry to the offices of the Premier and Our Governor in Sydney.



IN WITNESS, We have caused these Our Letters to be made Patent and the Public Seal of Our State to be hereunto affixed.

WITNESS Her Excellency the Honourable Margaret Beazley,  
Companion of the Order of Australia, Queen's Counsel, Governor of  
the State of New South Wales in the Commonwealth of Australia.

Dated this 13<sup>th</sup> day of April 2022.

Margaret Beazley  
Governor

By Her Excellency's Command,

Premier

John-141

